DOVER/KENT COUNTY METROPOLITAN PLANNING ORGANIZATION PUBLIC PARTICIPATION PROCESS AND POLICY STATEMENT

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DOVER METROPOLITAN PLANNING ORGANIZATION

PUBLIC PARTICIPATION PROCESS AND POLICY STATEMENT

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INTRODUCTION

Planning for the improvement of a community or region over the long term often requires planners to broker competing interests and negotiate conflicts. As decision-makers, planners must account for population characteristics and trends, while recognizing the values and visions of the citizens they serve. Public participation has become the best way to ascertain the needs of a wide variety of citizens -- the private sector community, special interest activists, mature citizens, educators and parents, public officials, the disability community and the economically disadvantaged, and the traditionally underserved.

The Dover/Kent County Metropolitan Planning Organization (Dover/Kent County MPO) believes that planning must be done **with** the public, not **for** the public. For this reason, the Dover/Kent County MPO works to include the public's concerns and comments when making decisions that will affect the future of all who live and work in this region. The MPO, therefore, has issued this publication, which is designed to outline the Dover/Kent County MPO's official public participation policy/process, the outreach program that is being promoted, and the mandates and programs that have precipitated these actions.

The Dover/Kent County MPO, as the Dover area's metropolitan planning organization, is designed to support the effective management of the region's physical development through planning services for the orderly growth of the region. That region includes all of Kent County, Delaware and any part of Milford located in Sussex County and any part of Smyrna located in New Castle County.

In 1992, an agreement between the State of Delaware, the County of Kent, and the City of Dover formally established the Dover/Kent County MPO to:

- conduct a continuing, comprehensive, and coordinated planning program for the region;
- provide for the planning needs of state and local agencies and to assist these agencies in securing federal funds for the region;
- * encourage cooperation among all levels of government;
- provide information for government agencies and public and private sector organizations; and
- ensure the development and implementation of a fully integrated multimodal transportation plan which meets all federal mandates.

ORGANIZATION OF THE DOVER/KENT COUNTY METROPOLITAN PLANNING ORGANIZATION

The Dover/Kent County MPO Council

Membership in the Dover/Kent County MPO Council, the governing body of the MPO, consists of decision-makers on the state and local level. Voting members elected officials from the City of Dover and one other municipal elected official who represents all other municipalities in Kent County,, and representatives of the Governor of Delaware, the Delaware Department of Transportation, and the Delaware Transit Corporation. The Federal Transit Administration (FTA) and the Federal Highway Administration (FHWA) sit as non-voting members of the Dover/Kent County MPO Council. The work of the Council is supported by two standing committees, the Technical Advisory Committee and the Public Advisory Committee. All meetings of the Dover/Kent County MPO Council and its committees are open to the public.

The Technical Advisory Committee

The Technical Advisory Committee (TAC) is composed of technical staff of key transportation, environmental, and planning agencies at all levels of government operating in the region. There are thirteen (13) voting members of the TAC who hold regular bi-monthly meetings that are open to the public. FHWA, FTA, the Delaware Motor Transport Association and Norfolk Southern are non-voting members of the TAC.

The Public Advisory Committee

The Public Advisory Committee serves as a pipeline between the MPO Council and the public, providing input into the plans, programs and policies under consideration. Its members comprise business, civic, and special interest groups who are affected by transportation planning decisions. The thirteen (13) voting members of the PAC are appointed by the members of the MPO Council. Three are appointed by the City, six by the County and four are appointed by the State.

The PAC plays an important role in the Dover/Kent County MPO's public participation process. In its proactive role, the PAC endeavors to ensure that the Dover/Kent County MPO Council has the benefit of public participation as it seeks to conduct its business. At the direction of the MPO Council, the PAC works to achieve the following goals:

- 1. Identifying and meeting the needs of the traditionally underserved, such as the disabled community, economically disadvantaged and minority populations.
- 2. Alerting the public in advance of events and presentations to engender maximum attendance at public meetings and workshops.

- 3. Creating close liaison with business, civic, environmental, educational, service and recreational organizations affected by transportation issues.
- 4. Producing plans, programs, and policies that are understandable by the general public.
- 5. Providing commentary, information, and/or reactions to the MPO Council and TAC as the result of the interaction with the public.
- 6. Continually monitoring the effectiveness of the Dover/Kent County MPO's public participation process.
- 7. Promoting public participation and direct access to the MPO process by scheduling PAC's bimonthly meetings at each of Kent County's 19 municipalities, referred to as the PAC's "Traveling Roadshow."

The major plans and programs that the MPO Council is charged to develop, adopt, and implement are the Metropolitan Transportation Plan (MTP), the Transportation Improvement Plan (TIP), air quality conformity demonstrations (AQCD) for the MTP and the TIP, and the Unified Planning Work Program (UPWP). The manner in which the Dover/Kent County MPO achieves these tasks is mandated by the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, the Transportation Equity Act for the 21st Century (TEA-21) and the Clean Air Act Amendments (CAAA) of 1990. These acts expanded the role of an MPO well beyond its previous function. These new laws emphasize regional planning and underscore the relationship between land use, transportation, air quality, and economic development. They represent a major shift in transportation policy and the process for determining how federal transportation funds are to be spent in the region. The relationship between these transportation planning products, the PAC, and the Public Participation Process are shown in Table 1.

MAJOR TRANSPORTATION PLANS AND PROGRAMS

The Metropolitan Transportation Plan (MTP)

When the Dover/Kent County MPO updates its MTP, it takes a grass roots approach to public participation that includes public input at each step of the planning process. The first actions include reaching out to the public to find out what it thinks of the current transportation system and how it works. Specific audiences that need to be included are: senior citizens, the disabled community, military personnel, large employers (over 100 people), business, labor, environmental, recreational, homeowner, educational, and agricultural groups, the transit- dependent, and those underserved by transit. The search to identify special interest groups or special needs groups is on-going.

A visioning process is initiated that involves reaching out to the public to discover how it sees the Dover/Kent County Region in the future. Public input is used by the Dover/Kent County MPO Council as it sets land use and transportation policy goals for the MTP. This visioning is coordinated with similar processes conducted by the State and Kent County as part of their Long Range and Comprehensive planning efforts. It is imperative that the Dover/Kent County region's vision of the future be compatible with those of the County and the State.

As the metropolitan planning process continues, public meetings are held to gather public input on such issues as air quality and environmental degradation; transportation access and congestion; land use and development changes; economic development policy; affordable housing; and demographic and social changes. It is important that the public understand the issues and options available to meet the needs of the region.

When the final MTP is complete, the draft document is distributed to easily accessed locations for review and comments by the public. After a 30-day comment period, the Dover/Kent County MPO Council will either make changes to the plan based on comments or adopt the plan. If significant changes are made, the public comment period will be extended. The final MTP document will include comments made by the public and responses from the MPO.

The Transportation Improvement Program (TIP)

Project selection on the metropolitan and state levels results in a Transportation Improvement Program that reflects local and county objectives. The principal thrust of TEA-21's new planning requirements is to expand the transportation planning and programming process in state and metropolitan areas. TEA-21 introduces new objectives and values into the decision-making process and it modifies the procedures for reaching decisions. New parties representing diverse points of view must be given specific opportunities to be heard and affect the decisions of the federal, state, and local participants. State and local governments and transportation providers collaborate as partners in the planning and programming process and interest groups and community leaders participate in the development and implementation of transportation investments.

The Dover/Kent County MPO believes that this result is best achieved if true negotiations occur among the many interests. For this reason, planning efforts for the region's transportation improvements exhibit a "bottom-up" approach. The Dover/Kent County MPO's review of regional plans and TIPs involves a series of steps designed to ensure public involvement.

Municipal, county, and state planners and engineers generate a list of projects and/or programs that are reviewed by the MPO Council and committees. When the Council and committees have completed their work, citizens are asked to participate in public meetings to review the region's priorities.

The Dover/Kent County MPO's Council provides the forum at which the region's elected officials and representatives of the states and operating agencies determine each year's TIP projects. Dover/Kent County MPO staff, in addition to tracking projects and maintaining up-to-date information, is responsible for conducting the public participation process, assisting its members in the development and application of the project selection process, and aiding in the negotiations of the TIP financial plan. The resulting TIP is consistent with national, state, regional, county, and municipal policies, plans, and programs. The TIP also contributes to improving the region's air quality.

THE PUBLIC PARTICIPATION STRATEGY

Eliciting significant public input and comment on the MTP and the TIP is a high priority for the Dover/Kent County MPO; therefore, the Dover/Kent County MPO has developed a public participation strategy aimed at meeting the following objectives:

Objective 1: Public Outreach

To broaden the Dover/Kent County MPO's constituency by increasing public and private-sector and intergovernmental communications

Objective 2: Public Input

To ensure that the public has ample opportunity to participate in the decision-making process

Objective 3: Public Education

To disseminate information and reach consensus on the needs of the region, as a means of strengthening regional decision-making

Pubic Outreach Tools

Future public participation activities may include:

- * a newsletter to update programs, events, and opportunities for involvement;
- * a series of open meetings to inform the public about the planning process;
- * meetings with municipal leaders to encourage implementation of the plan;

- focus groups to actively seek the public's opinions on alternative scenarios for land use and transportation;
- * compilation of an expanded mailing list which will allow the MPO to reach more audiences;
- comments received from the general public will be handled by the Dover/Kent County MPO staff on an ongoing basis and documented whenever possible; this input will also be used to shape plans and amendments; and
- "Traveling Roadshow" to promote public participation and direct access to the MPO process by scheduling the PAC's bi-monthly meetings at a variety of locations (i.e. libraries, senior centers, fire halls, town halls, recreation centers) in each of Kent County's 19 municipalities.

These tools will be incorporated into the Dover/Kent County MPO's ongoing public participation program, which uses such mechanisms as the annual report, marketing brochures, and media releases to keep the public informed.

DOVER/KENT COUNTY MPO'S PUBLIC PARTICIPATION POLICY

In order to insure that the Dover/Kent County MPO has a proactive and meaningful public participation process that provides complete information, timely public notice, full public access by all segments of the population to key decisions, and supports early and continuing involvement of the public in developing regional transportation plans and programs, the MPO has adopted the following objectives:

- thorough dissemination of information to ensure the education of the public and to promote the broadest understanding of the region's needs;
- expansion of the Dover/Kent County MPO's constituency by increasing public and private sector and intergovernmental communications, and by reaching out to the traditionally underserved in the region; and
- * assurance of ample opportunity for the public to participate in the decision-making process for regional plans and programs.

Dover/Kent County MPO will also follow these steps to guarantee a thorough public participation process:

1. Prior to review and action by the Dover/Kent County MPO Council all regional transportation plans and programs, will be reviewed by the following standing committees: the Public Advisory

Committee and the Technical Advisory Committee, and by such other committees as the Council designates. Action by these committees follows the public participation programs conducted by the Dover/Kent County MPO for regional outreach.

- 2. All committee meetings shall be open to the public.
- 3. The scheduled meeting dates of the Dover/Kent County MPO Council shall be provided to newspapers of general circulation and electronic media in Kent County approximately two weeks (14 days) prior to the meeting. Notice of additional meetings shall be sent to the media a minimum of 48 hours prior to the meeting. Notices of all Council-created committees shall be issued to the general public on a regular basis through general mailings and the media.
- 4. Public comment will be solicited on all regional transportation plans and programs. At least 14 days prior to the Dover/Kent County MPO Council adopting a plan or program, a legal notice summarizing the document or amendments, indicating where copies for review can be obtained, and where to send comments shall be placed in newspapers of general circulation in Kent County.
- 5. The Dover/Kent County MPO will provide reasonable access to technical and policy information used in the development of plans and programs; and, all public records and reports of the MPO shall be open to inspection and copying by any citizen of the State pursuant to the state's Freedom of Information Act (FOIA) and in accordance with the MPO's established procedures.
- 6. All public comments will be considered by the Dover/Kent County MPO Council, committees, and staff. A summary, analysis and report on the disposition of all comments received on the regional transportation plans or programs shall be made a part of the final document.
- 7. If the MPO Council finds the final document differs substantially from the draft offered for public comment or raises new issues, an additional opportunity for public comment shall be made available.
- 8. The Dover/Kent County MPO public participation process shall be coordinated with ongoing statewide DelDOT, City of Dover and Kent County public involvement processes, wherever possible, to enhance public consideration of transportation-related issues, plans and programs to reduce redundancies and costs.

Public Meetings

Meetings to receive public comment shall be held prior to the adoption of any major plan or TIP. A record of comments received and responses shall be kept and included with the final document.

- 1. Notice of public meetings shall be provided to newspapers of general circulation and electronic media at least fourteen (14) days prior to such meeting. Every effort shall be made to reach the underserved, including but not limited to low income and minority households.
- 2. The Dover/Kent County MPO shall hold an annual public meeting to review planning assumptions and the plan development process with interested parties and the general public.
- 3. All public meetings shall be accessible to people with disabilities.

TABLE 1

PRODUCT	PAC ROLE	PUBLIC PARTICIPATION PROCESS
	Participate in the review and	
	approval of the conformity analysis	Do press media explaining AQCD and process involved including the
	and advise MPO Council prior to its	time lines
	adoption	
		Collect comments and present to the PAC, TAC and Council.
	Synthesize comments and advise the	
Air Quality Conformity	MPO Council regarding policy	Publish the final document.
Determination (AQCD)	issues raised.	
	Advise Council regarding the Public	Hold public information workshops.
	Participation Process in MTP.	
	_	
	Oversee implementation of the	Develop a clear illustration of resident's preferred future (visioning).
	Public Participation Process in MTP	
		Do a media release as each piece is done.
	Advise the MTP Steering Committee	
Metropolitan Transportation	regarding the effectiveness and	Publish each section as it is completed and allow 30 days for
Plan (MTP)	adequacy of media efforts.	comment.
		5 11 1 1 1 1 TWD 11 1 1 1 1
	n de la la la maga	Do media release explaining the TIP and the process involved
	Participate directly with TAC in	including timelines
	developing draft for consideration by	
	the Council	Publish the draft TIP and make it available to anyone who requests it
		and provide 30 day period for comments
	Advise Council regarding any	
	policy issues raised by the TIP	Collect and synthesize comments for consideration by Council and
True and a state on True and a state of	O	advise regarding policy issues raised
Transportation Improvement	Oversee public participation process	Dravida avalanation of Drianitization Dragges and griteri-
Plan (TIP)	as it relates to this work product	Provide explanation of Prioritization Process and criteria
		Do media release explaining the UPWP and the process involved
	Review the draft for consideration	including time lines
	by Council.	
		Publish the draft UPWP and make it available by request and provide
	Advise Council regarding any policy	a 30-day comment period.
Unified Planning Work	issues raised by the	
Program (UPWP)	UPWP.	Collect comments for consideration by Council.

PRODUCT	PAC ROLE	PUBLIC PARTICIPATION PROCESS
	Monitor the effectiveness of the Public Participation Policy.	
	Participate on MPO committees and subcommittees.	
	Reach out to individuals and groups that are affected by transportation policy decisions.	
	Work with other agencies to coordinate and simplify public involvement in the region.	
Public Participation Policy (PPP)	Draft and offer proposed amendments to MPO Council.	Publish an annual assessment of the effectiveness of the Public Participation Policy as part of the MPO's annual report.

APPENDIX A

THE FEDERAL MANDATES

ISTEA

The Intermodal Surface Transportation Efficiency Act, signed into law by President George Bush, is designed to create jobs, reduce congestion, enhance mobility, rebuild the country's infrastructure, and address environmental issues.

The purpose of the act is to develop a National Intermodal Transportation System that is economically efficient, environmentally sound, provides the foundation for the nation to compete in the global economy, and move people and goods in an energy efficient manner. The act encompasses highway programs, transit programs, research and development, and increased funding sources.

The provisions of ISTEA provide an enhanced role for the Dover/Kent County MPO. The expenditure of funds allocated under the Surface Transportation Program is coordinated through the Dover/Kent County MPO, including the prioritization of projects on a regional basis. Under ISTEA, the planning process must consider 15 key factors that directly influence transportation -- land use, intermodal connectivity, me thods to enhance transit service, other needs identified through management systems, and the attainment of national air quality standards.

In cooperation with member governments and participating transit operators, the Dover/Kent County MPO will produce a long-range plan that links transportation planning, land use, and environmental issues.

In addition, the Dover/Kent County MPO must include a proactive public outreach process that provides complete information, gives timely public notice, offers public access to key decisions, and supports continuing involvement of the public in developing its plans and its Transportation Improvement Program (TIP). (Appendix A outlines the final regulations for public involvement that were issued in October, 1993, by the Federal Highway Administration and the Federal Transit Administration for Metropolitan Planning and Programming.)

CAAA

Under the Clean Air Act Amendments of 1990, the region's air quality moves to the forefront of regional concern. Compared with previous amendments, the 1990 law focuses greater emphasis on mobile emission sources, and sets penalties that the Environmental Protection Agency (EPA) must invoke if states fail to submit an adequate plan to attain air quality standards. In addition to the air quality problems created by mobile sources, other important

issues dealt with in the amendments include airborne toxic substances, acid rain, and stratospheric ozone.

The amendments divide the urban areas that do not meet air quality standards into six categories depending upon the severity of the violations. The CAAA categorize the Dover/Kent County MPO region as "severe 15" and give the region until 2005 to attain the standard. The amendments place the responsibility of developing and activating implementation plans to attain the air quality standards on the states. However, the Dover/Kent County MPO will play an important role in carrying out the act's requirements, especially those dealing with transportation sources of pollution. The MPO's long-range plan must be in conformance with CAAA requirements.

APPENDIX B

DEFINITIONS

Key Terms

Metropolitan Planning Organization (MPO) Federal regulations implementing ISTEA identify the MPO as the forum for cooperative transportation decision making. ISTEA changed transportation planning from a process that emphasized expanding capacity to meet increased travel demand to a multimodal process, which stresses operations and management. Fifteen community, energy, environmental and economic factors must now be incorporated into long-range planning. One focus of the change is metropolitan planning organizations in urbanized areas over 200,000, which are now designated at Transportation Management Areas (TMA). TMAs have mandates regarding membership and the development of management systems that do not apply to smaller MPOs, such as the Dover/Kent County MPO. Membership in an MPO should include local elected officials, officials of agencies that administer or operate major modes of systems of transportation, e.g., transit operators, sponsors of major local airports, maritime ports, rail operators, etc., and appropriate state officials. Local representation on the MPO policy board and committees should be at a level to encourage maximum involvement in the MPO processes.

<u>Governor</u> refers to the Governor of any one of the fifty states, or Puerto Rico, and includes the Mayor of the District of Columbia.

<u>Intermodal</u> means the connection and integration of transportation modes in a way that facilitates smooth transfer of passengers or goods between modes.

<u>Nonattainment area.</u> This is a designation by the Environmental Protection Agency (EPA) for any geographic region of the United States where the air quality exceeds the minimum level of transportation-related pollutants specified in a National Ambient Air Quality Standard (NAAQS).

<u>Performance measures</u> refers to operational characteristic, physical condition, or other appropriate parameters used as a standard to evaluate the adequacy of transportation facilities and estimate needed improvements.

State means any one of the fifty states, the District of Columbia, or Puerto Rico.

<u>Transportation Management Area (TMA)</u> This is an urbanized area with a population over 200,000 (as determined by the latest decennial census). The TMA designation applies to the entire metropolitan planning area (s). Other areas may be designated when requested by the

Governor and the MPO (or affected local officials), and officially designated by the Administrators of the FHWA and the FTA. TMAs must comply with the special requirements applicable to such areas regarding congestion management systems, project selection, and certification.

Products of the Planning Process

Long Range Transportation Plan (LRTP a.k.a. Metropolitan Transportation Plan) The LRTP is the official intermodal transportation plan that is developed and adopted through the metropolitan transportation planning process for the metropolitan planning area. The LRTP must encompass at least a twenty year forecast period. In air quality nonattainment and maintenance areas the LRTP must be reviewed and updated at least every three years. In areas that have reached air quality attainment status, the LRTP must be reviewed and updated at least every five years to confirm its validity and its consistency with current and forecast transportation and land use conditions and trends, and to extend the forecast period. The transportation plan must be approved by the MPO.

Transportation Improvement Program (TIP) The TIP is a multi-year program of transportation projects, including major studies, that is consistent with the LRTP. Federal regulations stipulate that the metropolitan transportation planning process include development of a TIP for the metropolitan planning area by the MPO in cooperation with the State and public transit operators. The TIP must be updated at least every two years and be approved by the MPO and the Governor. The frequency and cycle for updating the TIP must be compatible with the State Transportation Improvement Program (STIP) development and approval process. Since the TIP becomes part of the STIP, the TIP lapses when the FHWA and FTA approval for the STIP lapses. In the case of extenuating circumstances, the FHWA and the FTA will consider requests to extend the STIP approval period for all or part of the STIP.

<u>The Unified Planning Work Program (UPWP)</u> is a written description of major activities necessary to develop, establish, and implement a management or monitoring system, including identification of responsibilities, resources, and target dates for completion of the major activities. Among other things, the UPWP describes all metropolitan transportation and transportation-related air quality planning activities anticipated within the area during the next one or two year period, regardless of funding sources or agencies conducting activities.

<u>Major Transportation Investment</u> refers to an expensive, high-type highway or transit improvement that is expected to impact significantly on capacity, traffic flow, level of service, or mode share at the transportation corridor or sub-area scale.

<u>Management System</u> A management system is a systematic process, designed to assist decision-makers in selecting cost-effective strategies/actions to improve the efficiency and safety of, and protect the investment in, the transportation system. A management system

includes: identification of performance measures; data collection and analysis; determination of needs; evaluation and selection of appropriate strategies/actions to address the needs; and evaluation of the effectiveness of the implemented strategies/actions. The results (e.g., policies, programs, projects. etc.) of the individual management systems shall be considered in the development of metropolitan and statewide transportation plans and improvement programs, and in making project selection decisions.

<u>State Implementation Plan (SIP)</u>. The portion (or portions) of an applicable plan outlining the state's intentions for meeting air quality standards approved or promulgated under sections 110,301 (d) and 175A of the Clean Air Act (42 US. C. 7409, 7601, and 7505a).

<u>State Transportation Improvement Program (STIP)</u> refers to a staged, multi-year, statewide, intermodal program of transportation projects which is consistent with the Statewide transportation plan and planning processes and metropolitan plans, TIPs, and processes.

APPENDIX C

METROPOLITAN PLANNING REGULATIONS REGARDING PUBLIC PARTICIPATION

Section 450 316Metropolitan Transportation Planning Process: Elements

- (b) In addition, the metropolitan transportation planning process shall:
- (1) Include a proactive public involvement process that provides complete information, timely public notice, full public access to key decisions, and supports early and continuing involvement of the public in developing plans and TIPs and meets the requirements and criteria specified as follows;
 - (i) Require a minimum public comment period of 45 days before the public involvement process is initially adopted or revised;
- (ii) Provide timely information about transportation issues and processes to citizens, affected public agencies, representatives of transportation agency employees, private providers of transportation, other interested parties and segments of the community affected by transportation plans, programs and projects (including but not limited to central city and other local jurisdiction concerns);
 - (iii) Provide reasonable public access to technical and policy information used in the development of plans and TIPs and open public meetings where matters related to the Federal-aid highway and transit programs are being considered;
- (iv) Require adequate public notice of public involvement activities and time for public review and comment at key decision points, including, but not limited to, approval of plans and TIPs (in nonattainment areas, classified as serious and above, the comment period shall be at least 30 days for the plan, TIP and major amendments(s);
 - (v) Demonstrate explicit consideration and response to public input received during the planning and program development processes;
 - (vi) Seek out and consider the needs of those traditionally underserved by existing transportation systems, including but not limited to low-income and minority households;
- (vii) When significant written and oral comments are received on the draft transportation plan or TIP (including the financial plan) as a result of the public involvement process or the interagency consultation process required under the US. EPA's conformity regulations, a summary, analysis, and report on the disposition of comments shall be made part of the final plan and TIP;
- (viii) If the final transportation plan or TIP differs significantly from the one which was made available for public comment by the MPO and raises new material issues which interested parties could not reasonably have foreseen from the public involvement effort and additional opportunity for public comment on the revised plan or TIP shall be made available;
- (ix) Public involvement processes shall be periodically reviewed by the MPO in terms of their effectiveness in assuring that the process provides full and open access to all;
- (x) These procedures will be reviewed by the FHWA and the FTA during certification reviews

for TMAs, and as otherwise necessary for all MPOs, to assure that full and open access is provided to MPO decisionmaking processes.				